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THE COMMONWEALTH OF MASSACHUSETTS

MASSACHUSETTS AERONAUTICS COMMISSION

ANNUAL REPORT

December 1, 1945 - November 30, 1946

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At the beginning of the period covered by this report the war with Japan was hardly over, and most aeronautical activities were still subordinated to the military. There was no record of the number of civil pilots and aircraft in Massachusetts, but there were thirty-seven approved commercial landing areas, with only three of these, Logan, Barnes and Lawrence, adequate for airline use.

Public airport plans and projects initiated by the commission in 1939 and 1940 at Bedford, Beverly, Fitchburg, Hyannis, Nantucket, New Bedford, Norwood, and Orange, all suitable for airline operations, had developed just in time to be of great value to the Army and the Navy, and the resultant airports were still under their control; private airport development had not, because of wartime strictures, gotten under way again. By the end of the period, a total of 71 approved commercial landing areas were in operation, and all of the municipally owned military airports were again under civil control. In addition, Wiltshire and Dukes County had obtained an excellent airport built by and for the Navy.

Personnel

There were several major personnel changes. Edward J. Lynch of Natick was appointed to a vacancy on the commission and was later designated chairman by Governor Tobin. Dr. Jerome Hunsaker of M.I.T. resigned, and was replaced by James W. Flood of Andover. The second wartime director, Arthur Tully of Cambridge, resigned



in March, shortly before the return of the prewar director, Crocker Snow, who had been serving with the AAF since 1941. Col. Albert L. Edson, manager of the Boston Airport from 1928 until 1941, was appointed manager of the Bedford Airport.

#### Legislation

The Legislature enacted a number of statutes which materially affected the commission, all of which became effective in June. The first of these made the commission responsible for the further improvement and operation of the Hanscom Airport in Bedford, control of which reverted from the United States to the Commonwealth on August 22, 1946. Incidentally, the establishment of a second airport for Boston at Bedford was first recommended in the annual report of the Massachusetts Aeronautics Commission for 1940.

Another set up a new commission of five members all appointed by the Governor, thereby removing the Commissioner of Public Works and the Commissioner of Public Safety who had previously served ex-officio.

Probably the most far reaching legislative change had to do with airports. This requires that:

- a. The commission prepare and maintain an airport plan for Massachusetts with which all construction and improvement must conform.
- b. Any community operating an airport must do so through an appointed commission.
- c. A community desiring Federal funds for airport construction must appoint the Massachusetts Aeronautics Commission as its agent to handle the project.
- d. Any community constructing or improving an airport in conformity with the State plan may be paid out of State funds, with the approval of the Massachusetts Aeronautics Commission, 25 per cent of the cost of such construction or improvement.



### Airport Plan

A three-year plan for the development of civil airports in Massachusetts, covering sixty-five locations, was adopted. The three-year period was chosen to conform with the current National Airport Plan. Forty-three of the sixty-five projects adopted by the commission were incorporated in the current National Airport Plan by the Civil Aeronautics Administration. The proposed development of these forty-three projects involves an estimated total expenditure of \$52,862,736.

### Federal Airport Aid

Acting as agent for the communities involved, the commission prepared and submitted to the Civil Aeronautics Administration project requests for airport construction or improvement to be undertaken with Federal funds available this fiscal year. Twenty-four projects, involving an expenditure of \$1,414,773 federal funds, included the following communities:

Attleboro	Nantucket
Bedford	North Adams
Beverly	Northampton
Brockton	Norwood
Fall River	Pittsfield
Falmouth	Provincetown
Fitchburg	Quincy
Framingham	Southbridge
Gardner	Taunton
Lowell	Turners Falls
Lawrence	Winchendon
Martha's Vineyard	Worcester

Although only \$551,120 of the current fiscal year's federal funds has been allocated to Massachusetts, the CAA Administrator was requested to allocate a portion of his discretionary fund to permit approval of all of the above listed project requests.

### Education

In cooperation with the Massachusetts Department of Education, a syllabus of aviation education material was prepared and



distributed to all public schools and many private schools and colleges in Massachusetts. It was also widely distributed to public agencies in other states.

#### Enforcement

A working arrangement with the State Police for the investigation and reporting of violations of aircraft regulations, and aircraft accidents, was reconstituted. Both state and local police were informed, directly and through the Attorney General, of their part in and responsibility for the enforcement of the aeronautical laws of the Commonwealth. Six pilots were prosecuted in the courts for serious violations and nineteen aircraft accidents, six of which were fatal and thirteen of which involved personal injuries, were investigated.

#### Hearings

Nine public hearings were held both in Boston and at prospective airport sites on applications of both private individuals and municipalities for airport site approvals. Locations involved were: Danvers, Fall River, Eastham, Orleans (2), Haverhill, North Adams, Lake Singletary, South Hadley.

#### Registration of Pilots and Aircraft

The statutory requirement that all resident pilots and owners of aircraft register their federal license with the commission had not been enforced during the war. The statistics which derive from such registration are a vital factor in planning required facilities for private flying, and are also a material aid in the investigation of reports of violations of aeronautical regulations. Starting from scratch, registration was substantially accomplished by the end of the reporting period; and, in conjunction with the Massachusetts State Planning Board, an analysis of the distribution of pilots and



aircraft by type and location is being made.

### Air Carrier Service

The commission participated in many hearings relating to the so-called New England Case which was decided on June 13, 1946. This case authorized many new scheduled air services in Massachusetts and included New Bedford, Lawrence, Orange, Fitchburg, Worcester, North Adams, Greenfield, Lowell, Pittsfield, Northampton, Southbridge, Framingham, Taunton, Brockton, and Provincetown as airline stops for the first time. Unfortunately, the last ten named communities have inadequate airport facilities to permit the approved operations. Airport construction project requests for all of these points have been prepared and submitted.

### Flight Training

In cooperation with the State Department of Education and the New England Aviation Trades Association details of a flight training program to be conducted in accordance with the provisions of the so-called G.I. Bill of Rights were prepared and adopted. Thirty-two fixed base operators in Massachusetts were later approved for participation in this program.

### STATISTICS

#### A. Financial.

Since the period covered by this report does not correspond to the fiscal year, allotments from appropriations, rather than total appropriations, will be used as a basis of funds available.

Allotments--Administrative 11/30/45-11/30/46	\$50,087.50
Expenses	\$35,744.83
Allotments--Bedford 8/22/46-11/30/46	\$23,250.00
Expenses	\$18,734.97

B. Approved Airports

	<u>Beginning of Period</u>	<u>End of Period</u>
Municipal	8	18
Other	29	53
Military and Naval	14	6

C. Aircraft Registration

<u>Beginning of Period</u>	<u>End of Period</u>
Unknown	696

D. Pilot Registration

<u>Beginning of Period</u>	<u>End of Period</u>
Unknown	1657

RECOMMENDATIONS

A. Legislative

There are included herewith drafts of t w o bills, passage of which is deemed to be essential to the proper functioning of aeronautics in the Commonwealth, together with a number of minor amendments which appear to be desirable in order to perfect existing aeronautical law. The bills deal with:

1. Airport Districts. Massachusetts law has for many years recognized the right of several communities to combine for the purpose of establishing, maintaining, and operating a public airport. Unfortunately, however, the law has been incomplete in that it did not set up, or permit to be set up, the necessary fiscal machinery for accomplishing the desired objective. The recommended bill has been prepared by the house counsel and is based upon the latest recommendations of the Council of State Governors, the National Association of State Aviation Officials, and the Civil Aeronautics Administration.



2. Transfer of Metropolitan District Commission Property. The need for many additional small private flying landing areas in Metropolitan Boston has been recognized by every public and private agency familiar with the problem. In common with most comparable Metropolitan areas, it is extremely difficult to find locations the development of which would not inconvenience the public and which could be developed without great expense. In Boston we are fortunate in having a number of such locations presently unused and owned by the Commonwealth. These are under the jurisdiction of the Metropolitan District Commission, and the suggested bill will permit such of these as are presently unused and as are suitable for small airports to be made available.

3. Minor Amendments

i. Limited Right of Review. Existing law permits any person aggrieved by any act of the commission or of any duly constituted agency of any city or town to appeal to the Superior Court for the purpose of having the reasonableness or lawfulness thereof inquired into and determined. This provision of law does not limit such a petition to aeronautical matters, which was undoubtedly intended, and should be done. Furthermore, it makes of every Superior Court justice an aeronautics commission and an airport commission, which hardly seems consistent with the manifest intention of the Legislature in setting up boards of experts. The suggested amendment, therefore, confines such appeals to aeronautical matters, and further limits the courts authority to questions of law.

ii. Definitions. The 1946 Legislature amended the state's aeronautical definitions and removed that of "navigable air space". This term, however, is still used in the body of the law and,



therefore, should again be defined.

iii. Authority of the Commonwealth to lease Airports.

Existing law permits any city or town airport commission to lease the whole or any part of any airport controlled by it. The aeronautics commission, however, is only permitted to lease any part of a state airport. There appears to be no reason for any differentiation, so an amendment conforming the two authorities is appended.

iv. Taking for Airport Purposes. Cities and towns have a general statutory authority to take or otherwise acquire property or easements therein for airport purposes, while the right of the commission is, in one section of the law at least, confined to such taking or acquisition for regional airports for use as terminal airports. It would seem to be wise to remove these restrictions and give the aeronautical agency of the Commonwealth rights comparable with those of its political subdivisions.

v. Employment of Personnel. Existing law authorizes the commission to employ any necessary personnel. This means technically that a majority of the commission must act in connection with all matters dealing with employment of personnel. With the growing number of employees, particularly at Bedford, this has become cumbersome administratively, which can be easily understood in the case of a part time commission. It would seem desirable, therefore, to permit the director, subject to the approval of the commission to employ personnel.

B. General

1. Military Airport. The National Guard Air Unit is presently activated at and operating from the Logan Airport in East Boston. An Air Reserve Unit comprising upwards of sixty military aircraft



is stationed at the State's Bedford Airport. Both of these military units are occupying space which is essential for the necessary expansion of civil air facilities, and their flying operations will soon constitute a very serious hazard to dissimilar civil flying activities. The Commanding General of the Army Air Forces has established a policy of no civil flying on military airports except in times of National emergency, because of the hazard involved in such mixed operations. The Commonwealth should adopt a corollary policy, and encourage the development of a military airport in the Boston area to be used exclusively for National Guard and Reserve Flying. It appears that the best available site is now occupied by a de-activated Naval Air Service lighter-than-air station at South Weymouth and that a possible interim solution would be the use of the Squantum Naval Air Station by all locally based military and naval flying activities.

2. Control of Logan. In order to consolidate the Commonwealth's air activities, and also to insure that the over all supervision of the state's largest air terminal will be in the hands of persons experienced in aeronautics, control of the Logan Airport should be vested in the commission when presently planned and approved construction has been substantially completed.

MASSACHUSETTS AERONAUTICS COMMISSION

Edward J. Lynch, Chairman  
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ATTEST:

*Lorothy*  
Secretary